

U. S. TREASURY DEPARTMENT

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# PROTECTION AGAINST HABIT-FORMING DRUGS

A SURVEY OF LAW ENFORCEMENT AND OTHER ACTIVITIES  
OF THE UNITED STATES TREASURY DEPARTMENT  
IN DEALING WITH THE NARCOTIC PROBLEM



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## PROTECTION AGAINST HABIT-FORMING DRUGS

Laws enacted by the Congress, and agreements with other nations, commit the United States to a program of limitation and regulation of the production, importation, distribution, and use of narcotic drugs and their derivatives.

Protection of the people of the United States against illicit traffic in narcotic drugs developed from a series of national and international efforts which began to gain momentum at the turn of the century.

Congressional legislation affecting the national problem, both as to unlawful sale and harmful use of narcotic drugs, and fulfillment of treaty obligations, placed upon the executive branch of the Government responsibilities which involve not only control of distribution of narcotic drugs, but also protection of the Federal revenue, as well as of the public health.

In addition to collecting taxes and import duties on narcotic drugs, the United States Treasury Department has the responsibility, imposed by statute, of enforcing Federal laws pertaining to their distribution and use. This responsibility includes that of preventing smuggling and unlawful traffic within the country. The Treasury also is charged with supervision of lawful importation and distribution of narcotic drugs for medicinal purposes, and thus the detection and eradication of unlawful use are an accompanying problem.

Treasury enforcement of Federal laws whose object is the abolishment of the illicit supply of narcotic drugs, both from within and without the country, is a vital factor in the fulfillment of this Nation's commitments under international conventions that unite the world's governments in an effort to restrict these drugs to beneficial uses.

Coordination of the Treasury's law enforcement work, as applied to narcotics, brings a number of Treasury agencies into the effort to eradicate unlawful traffic. The bulk of the task is in the hands of three Treasury divisions: The Bureau of Customs, the Coast Guard, and the Bureau of Narcotics. Also aiding are the Secret Service, and the Intelligence Unit and Alcohol Tax Unit of the Bureau of Internal Revenue. Participating as a Treasury division, before the Reorganization Act of 1939, was the United States Public Health Service, which is responsible under the law for efforts to



restore to health victims of narcotic addiction, and for the application of mental therapy to guard against relapse after apparent cure. Reorganization made the Public Health Service a branch of the new (1939) Federal Security Agency.

Opium and its derivatives have been known for centuries for their qualities in relieving pain. The Civil War brought opiates into general use in this country, and addiction became recognized as a problem. The introduction of the hypodermic syringe led to a more widespread use, and the discovery of heroin or diacetylmorphine, in 1898, together with the increase in number and popularity of narcotized patent medicines, helped to enlarge an addiction problem recognized early in the present century as being of national proportions.

Attempts were made in the latter years of the nineteenth century, through increases in import duties and internal-revenue taxes, to restrict the consumption of narcotic drugs in the United States. The Bureau of Customs developed ways and means of coping with smuggling and other forms of unlawful traffic.

The Revenue Act of 1890 imposed a duty of 50 cents an ounce on importations of morphine and all salts thereof and \$12 a pound on smoking opium. An ad valorem duty of 40 percent on medicinal opium and its liquid preparations was also imposed by this Act. An Internal Revenue tax of \$10 a pound was levied on opium manufactured in the United States for smoking purposes and later the Act of January 17, 1914, imposed an Internal Revenue tax of \$300 a pound upon smoking opium.

The first years of the twentieth century brought realization that no nation could deal with the problem of opium and other narcotic drugs without the cooperation of other nations, and especially of those in which the raw materials and the manufactured drugs were produced.

In 1909 the Congress prohibited "the importation and use of opium for other than medicinal purposes," and imposed upon the Treasury Department the duty of enforcement. The Department of State arranged with other nations for an international conference, which was held in Shanghai in 1909, to discuss the world narcotic problem. This conference resulted in certain agreements and the formation of an international commission to consider and deal with the problem.

To take one step farther in the way marked out by the international commission at Shanghai, an International Opium Conference was convened at The Hague in 1912. That conference formulated a Convention for the Suppression of the Abuse of Opium and Other Drugs, under which each power promised to "enact efficacious laws or regulations for the control of the production and distribution" of opium, both raw and prepared, morphine, heroin, and cocaine.

## HARRISON ACT

To fulfill this Government's obligations under The Hague Convention, the Congress enacted a bill which became known as the Harrison Narcotic Act (approved December 17, 1914). Among provisions of this legislation was a requirement for registration with the Collector of Internal Revenue of all dealers in or producers of certain drugs, and requirements for governmental supervision of the handling of these drugs from importation of raw material to ultimate consumer.

The drugs included under the act are opium and coca leaves and their compounds, salts, derivatives, and preparations. The object of the law is to make definite the channels through which the proscribed drugs lawfully may pass.

Under the act, certain preparations containing extremely small quantities of narcotics are excepted, as are liniments or preparations for external use, except those containing cocaine. These preparations, however, must be distributed as medicines, and a record must be kept of purchases and sales by all parties handling these drugs. Decocainized coca leaves are excepted from the requirements of the law.

Any person who handles these drugs, or who has them in his possession, must register with the Collector of Internal Revenue of his district annually. An unregistered person may have these drugs in his possession only when they have been obtained upon the prescription of a physician, from a registered dealer, for legitimate medicinal use, in a container bearing the name and registry number of the druggist, the serial number of the prescription, the name and address of the patient, and the name, address, and registry number of the person issuing the prescription.

Those not affected by the 1914 legislation include employes of registered persons, nurses under the supervision of a physician, holders of legitimate prescriptions, Governmental officers having possession by reason of official duties, warehousemen, and common carriers.

The Harrison Act provides for both special and stamp taxes, graded according to the class of individual concerned. Sales may be made only in pursuance of a written order from the purchaser on a form issued in blank by the Commissioner of Internal Revenue, through the collectors. This order form is retained by the seller for 2 years; a duplicate must be preserved for 2 years by the purchaser also. All order forms, including prescriptions issued by physicians, must be readily accessible for inspection by the proper officers.



The Supreme Court has held that an order for narcotics written by a practitioner merely for the gratification of drug addiction is not a prescription under the narcotic laws, and a sale made pursuant to such an order is unlawful.

Under the Harrison Act, detailed regulations for the transportation of the drugs affected are provided, as is the disposition of drugs seized in connection with a violation of law. A fine not exceeding \$2,000, or imprisonment up to 5 years, or both, is provided for violations of the act.

The World War of 1914-18 interrupted progress in international effort to control the narcotic drug trade, but upon its conclusion new machinery for cooperative action was set up when all the signatories to the Versailles Treaty bound themselves to adhere to The Hague Convention.

Enforcement activities in the United States reflect the effects of the curtailment of supply that followed application of the Geneva Drug Convention of 1925, and the Narcotics Limitation Convention of 1931. Seizures of contraband narcotic drugs by the Bureaus of Customs and Narcotics in recent years have declined in size while increasing in number. Prices for illicit narcotics have increased greatly.

## BUREAU OF CUSTOMS

The prevention of illicit imports of narcotics is one of the important functions of the Bureau of Customs. Together with the Coast Guard and the Bureau of Narcotics, this Bureau is engaged in the suppression of smuggling. A large share of responsibility for this work rests with the Bureau's Division of Investigations and Patrol, until 1939 known as the Customs Agency Service, a division charged with all matters involving frauds upon the Federal Government in the matter of customs revenue.

The division was organized under the act of March 12, 1870, and until 1915 operated as the Division of Special Agents in the Office of the Secretary of the Treasury.

The Division of Investigations and Patrol has 6 Treasury attachés abroad, 33 other foreign representatives, 145 Customs agents and assistant agents, 504 members of the Border Patrol, 13 patrol inspection chiefs, and 113 clerks.

Both as a result of its own efforts and through international cooperation, this division has an extensive record containing the names of all persons suspected of smuggling and the methods they may employ. In many instances it prevents attempted smuggling.

The following tables show the number of narcotic violations discovered by Customs officers for the calendar years 1934 to 1938, inclusive; and seizures of narcotics made, by the calendar years 1934 through 1939:

*Seizures of narcotics made by Customs officers, calendar years 1934 to 1939, inclusive*

Year	Number	Raw opium	Smoking opium	Medicinal opium	Opium extracts	Morphine	Heroin	Cocaine	Other drugs
1934	96	Ounces 6,611	Ounces 5,050	Ounces 1	Ounces 2	Ounces 690	Ounces 7	Ounces 90	Ounces 2
1935	136	1,759	8,485		21	460		79	2
1936	186	4,357	7,301		2	454	1,163	10	14
1937	294	2,629	10,791		2	303	1,700	3	18
1938	456	2,284	20,141	1	9	49	471	4	36
1939	1,000	4,951	3,732	2	9	23	65	1	20

*Narcotic law violators apprehended by Customs officers, calendar years 1934 to 1939, inclusive*

	1934	1935	1936	1937	1938	1939
Violations reported	158	169	205	488	513	
Defendants presented for prosecution	50	96	63	96	149	156
Defendants convicted	33	46	53	64	98	84
Defendants acquitted	12	7	5	7	24	31
Penalties:						
Aggregate sentences imposed, years	63 $\frac{1}{2}$	117 $\frac{5}{12}$	175 $\frac{1}{12}$	156	266 $\frac{7}{12}$	142 $\frac{9}{12}$
Total fines imposed	\$6,651	\$103,307	\$221,605.50	\$36,935	\$60,895	\$175,926.91
Number of vessels upon or in connection with which narcotic drugs were seized on account of failure to manifest	27	26	34	36	89	111

The percentage of convictions obtained in narcotic cases by the Bureau of Customs is high. Fines imposed have been increasing in amount in recent years.

Seizures of raw opium show a decline from the peak year 1931; seizures of smoking opium have been substantial since 1935, reaching a peak of 602 kilograms, or 1,324 pounds, in 1938, with a decline to 116 kilograms, or 255 pounds, in 1939. Morphine and heroin seizures both showed declines during the period since 1931.

### SMUGGLING METHODS

Methods of smuggling narcotic drugs into the United States vary from time to time. Large shipments are ordinarily concealed in bulky merchandise of a legitimate nature, such as baled rags, boxed machine parts, or barrels with concealed containers within. As the drugs most favored by smugglers, raw opium and smoking opium have given way to heroin and morphine, less bulky, more easily hidden, and of greater value. Trunks, handbags, and chests with concealed false bottoms or compartments are used by smugglers.



Members of crews of vessels engaged in international commerce have been among the offenders. Attempts have been made to transfer quantities of narcotics from such vessels, entering or leaving United States ports, to smaller craft, for disposal ashore. Members of ships' crews have been apprehended while bringing quantities of narcotics ashore concealed in laundry bags and on their persons. There have been some attempts at smuggling by aircraft.

## UNITED STATES COAST GUARD

The Coast Guard performs an important part in the prevention of smuggling of narcotics into the United States. It maintains continuous vigilance to prevent the disposition of narcotics at sea, by means of prearranged delivery to speedboats, fishing craft, and aircraft, for unlawful introduction into the United States.

The chief participation of the Coast Guard is to note the movements of suspected vessels and to accompany them into and out of ports along the seacoasts of this country and its possessions. Such ports are those whose populations are of a character to make them places where narcotics might be in demand, or where organized gangs are known to be located.

### COASTAL PATROL

The Coast Guard, maintaining a patrol of United States coastal waters, often goes well out to sea to meet and keep under observation vessels that may be suspected of having aboard narcotic drugs intended for unlawful traffic. It is a practice of smugglers to dump overboard packages of narcotics to be picked up by accomplices in small boats. Certain vessels are escorted into and out of port under observation. Every vessel that has touched a port where narcotics may be obtained is regarded as a potential smuggler.

The Coast Guard seldom participates in large seizures of narcotics, but its activity is such that much smuggling is prevented. Many seizures are made ashore as a result of the cumulative effect of Coast Guard cooperation with other agencies.

## BUREAU OF NARCOTICS

The task of suppressing unlawful traffic in narcotics within the country is the assignment of the Bureau of Narcotics, which is charged with the administration of the Harrison Narcotic Act of 1914, as amended, the permissive features of the Narcotic Drugs Import and Export Act of 1922, as amended, and the Marihuana Tax Act of 1937. Under these laws the Bureau has control over the manufacture,



importation, sale, and distribution of narcotic drugs and the legitimate trade in marihuana. In addition to its duties in connection with lawful trade in narcotic drugs, the bureau combats illicit traffic in narcotics in all forms, including marihuana.

Under authority of legislation approved in 1931, aliens convicted of violations of the Federal narcotic laws (except addicts convicted of violations not involving sale) are subject to deportation following their release from confinement under the sentences imposed. The conviction of alien violators is reported by the Bureau of Narcotics to the Bureau of Immigration and Naturalization of the Department of Labor, where appropriate investigations are made and proper action is taken to effect their deportation. In this manner a substantial number of major illicit narcotic traffickers are removed from the country.

Control of narcotics was formerly entrusted to the Narcotic Unit of the Bureau of Prohibition. By virtue of the Porter Act, there was set up, June 14, 1930, a separate Bureau of Narcotics under a Commissioner, with field offices throughout the country. Approximately 300 field agents and inspectors compose the personnel.

Under the Act of June 14, 1930, the Commissioner of Narcotics took over the duties previously performed by the Federal Narcotic Control Board under the Narcotic Drugs Import and Export Act. These duties relate generally to the limitation of importation of raw opium and coca leaves to manufacturers in the amount required in legitimate industry. Only opium and coca leaves, in their crude form, may be imported. No exportation of narcotic drugs from the United States is permitted to any country that has not adopted the import certificate system, nor is any "in transit" shipment of these drugs allowed through the United States, except on Government authorization.

#### EXAMINATION OF RECORDS

Regular examinations of the monthly returns submitted by manufacturers and wholesale dealers in narcotic drugs provide an effective control by the Bureau of Narcotics in Washington. The inspection forces in field offices promptly investigate any suspected irregularities, which are reported to the proper agencies for action.

On June 30, 1939, there were 351,517 registrations under the Harrison Act. Of this number, 162 were importers and manufacturers, 1,277 were wholesale dealers, 51,387 were retail dealers, 158,257 practitioners, and 140,362 dealers in and manufacturers of untaxed narcotic preparations. The latter number included registrants not required to pay the occupational tax as dealers in untaxed preparations because already registered as dealers in taxable drugs.

Following is a table showing narcotic seizures, violations, and convictions for the calendar years 1934-38, inclusive:

*Comparative statement of seizures, violations, convictions, sentences, and fines under Federal narcotic laws, calendar years 1934 to 1938, inclusive*

	1934	1935	1936	1937	1938
<b>Drugs seized or purchased:</b>	<i>Ounces</i>	<i>Ounces</i>	<i>Ounces</i>	<i>Ounces</i>	<i>Ounces</i>
At ports and borders.....	12,453	10,806	13,331	15,446	22,994
Internal traffic.....	3,054	7,254	2,235	4,725	4,591
Total.....	15,507	18,060	15,566	20,171	27,585
<b>Violations reported:</b>					
By registered persons.....	1,872	2,288	2,063	1,603	1,588
By unregistered persons.....	3,826	3,727	3,468	3,468	3,195
Total.....	5,698	5,995	5,531	4,071	3,783
<b>Convictions:</b>					
Of registered persons.....	203	191	155	119	95
Of unregistered persons.....	2,471	2,927	2,725	2,458	2,436
Total.....	2,674	3,118	2,880	2,577	2,531
<b>Sentences imposed, years (including concurrent sentences).....</b>	6,591	8,669	7,285	9,999	9,869
<b>Fines imposed.....</b>	\$149,193.67	\$200,904.38	\$155,164.83	\$224,754.11	\$218,572.34
<b>Automobiles seized.....</b>	100	104	97	171	155

<sup>1</sup> The decrease during 1937 and 1938 in the number of cases reported pertaining to registered persons is largely due to the fact that the Bureau no longer includes, as cases, reports showing merely technical or minor violations of the regulations. (See table I-C in 1938 Report on Traffic in Opium, etc.)

The Government's control system affecting the lawful manufacture and distribution of narcotic drugs is largely successful. Quantities diverted to illicit use are relatively small. Smugglers and dealers in smuggled goods are the Government's principal enforcement problem, and it is in dealing with this problem that international co-operation is of great importance.

Contraband drug traffic chiefs operate through agents who sell to dealers. These dealers in turn may pass the forbidden merchandise along to "runners" or street peddlers.

The number of hands through which smuggled narcotics must pass and the complexity of distribution details make apprehension of the leaders difficult. Small dealers protect their sources of supply by every device of evasion and concealment. The names of large distributors, the real gang leaders, are rarely revealed by them. It is upon these gang leaders then that the Government concentrates much of its investigative effort.

#### EFFORT BRINGS RESULTS

Many international rings dealing in narcotics have been eliminated by the Bureau of Narcotics, and by international cooperation. The effect is to tie up the sources of supply to the street peddler.

Not all of the Bureau's attention is focused upon offenders dealing in large quantities. Relatively small peddlers, who are frequently addicts, receive their share of Federal concern. In rounding up



these small offenders the Bureau has the cooperation of enforcement agencies of the 48 States.

Because illicit narcotics rarely bear trade-marks or manufacturers' identification, it is difficult for the Bureau in many of its seizures to determine the country of origin and the channels through which the drugs reach the interior.

The Narcotics Limitation Convention, which caused reduction in world production of narcotic drugs, and which was proclaimed by the President on July 10, 1933, limits the manufacture of such drugs in the United States to medicinal needs. Importation of all derivatives both of opium and of the coca leaf is forbidden by law. The policy of concentrating domestic enforcement activities on the apprehension of major violators, and the suppression of international and interstate syndicates of producers, distributors, and smugglers of illicit narcotics, have resulted in a large curtailment of unlawful traffic in the United States.<sup>1</sup>

A reflection of the diminishing supply is seen in extreme adulterations and increase in price. Most heroin seizures now (1940) consist of heroin adulterated up to 95 percent. In 1930 seizures of manufactured drugs were chiefly of pure morphine, the whole amount seized being 2,656 ounces for that year. High prices resulting from scarcity have caused many efforts by traffickers to tap lawful medical supply channels.

<sup>1</sup> The countries which have ratified the Narcotics Limitation Convention of 1931 for limiting the manufacture and regulating the distribution of narcotic drugs which came into force in the United States July 10, 1933, are:

EUROPE	EUROPE—continued	SOUTH AMERICA
Albania	San Marino	Brazil
Austria	Spain	Chile
Belgium	Sweden	Colombia
Bulgaria	Switzerland	Ecuador
Czechoslovakia	Turkey	Peru
Danzig (Free City)	U. S. S. R.	Uruguay
Denmark	United Kingdom of Great	Venezuela
Éire	Britain and Northern	
Estonia	Ireland	ASIA
Finland		Afghanistan
France	NORTH AMERICA	China
Germany	Canada	India
Greece	United States of America	Iran
Hungary	CENTRAL AMERICA	Iraq
Italy	Costa Rica	Japan
Latvia	Cuba	Saudi Arabia
Lithuania	Dominican Republic	Siam
Luxemburg	Guatemala	AFRICA
Monaco	Haiti	Egypt
Norway	Honduras	Sudan
Netherlands	Mexico	Union of South Africa
Poland	Nicaragua	
Portugal	Panama	OCEANIA
Rumania	Salvador	Australia
		New Zealand

## COOPERATION BY THE STATES

The Bureau of Narcotics has encouraged the passage of uniform narcotic laws in the States of the Union. The States which have adopted the Uniform State Narcotic Act, with slight modifications in some instances, are as follows:

1. Alabama	Approved Sept. 13, 1935.
2. Arkansas	Approved Mar. 10, 1933.
3. Arizona	Approved Mar. 4, 1935.
4. Colorado	Approved Mar. 16, 1935.
5. Connecticut	Effective July 1, 1935.
6. Delaware	Effective Apr. 18, 1935.
7. District of Columbia	Approved June 20, 1938.
8. Florida	Approved May 24, 1933.
9. Georgia	Approved Mar. 4, 1935.
10. Hawaii	Effective July 1, 1931.
11. Idaho	Effective July 1, 1937.
12. Illinois	Effective July 8, 1935.
13. Indiana	Effective July 1, 1935.
14. Iowa	Approved May 1, 1937.
15. Kentucky	Effective June 14, 1934.
16. Louisiana	Effective Dec. 6, 1934.
17. Maryland	Approved Mar. 8, 1935.
18. Michigan	Approved July 28, 1937.
19. Minnesota	Approved Mar. 19, 1937.
20. Mississippi	Effective Mar. 16, 1936.
21. Missouri	Approved June 24, 1937.
22. Montana	Approved Mar. 18, 1937.
23. Nebraska	Approved Feb. 26, 1935.
24. Nevada	Effective July 1, 1933.
25. New Jersey	Approved June 5, 1933.
26. New Mexico	Approved Mar. 1, 1935.
27. New York	Effective July 1, 1933.
28. North Carolina	Effective June 1, 1935.
29. Ohio	Approved June 4, 1935.
30. Oklahoma	Effective June 1, 1935.
31. Oregon	Approved Feb. 28, 1935.
32. Puerto Rico	Approved May 13, 1934.
33. Rhode Island	Effective July 1, 1934.
34. South Carolina	Approved Apr. 13, 1934.
35. South Dakota	Approved Mar. 14, 1935.
36. Tennessee	Approved May 22, 1937.
37. Texas	Approved Apr. 16, 1937.
38. Utah	Approved Mar. 23, 1935.
39. Virginia	Approved Mar. 5, 1934.
40. West Virginia	Approved Mar. 8, 1935.
41. Wisconsin	Effective Jan. 1, 1936. <sup>2</sup>
42. Wyoming	Approved Feb. 25, 1937.

<sup>2</sup> Pennsylvania, California, and Michigan have effective State laws differing somewhat from the uniform law.

Doping of race horses has had the attention of the Bureau of Narcotics. As the result of representations made by the Treasury Department, the National Association of State Racing Commissioners



adopted a resolution favoring license revocation for any person convicted of the use or possession of narcotics, and providing that a person so convicted shall be denied a license or ruled off race tracks, or both, as the commission may decide; and that the winner of every race shall be given a saliva test.

### CANNABIS SATIVA (MARIHUANA)

Marihuana did not become a menace in the United States until a few years ago when its use as a dangerous drug came to the notice of enforcement authorities. At that time the Bureau of Narcotics urged and obtained marihuana legislation in all of the 48 States, and in 1937 this drug was brought under Federal control when the Congress passed the Marihuana Tax Act to become effective October 1 of that year.

Under this law all persons dealing with the drug in any way are required to register with the Government and pay a special tax. It restricts the use of cannabis (marihuana) to industrial, medicinal, and scientific purposes. Violations of this law are punishable by 5 years' imprisonment.

The Bureau of Narcotics has urged the States to have marihuana brought within control as a noxious weed, thus giving municipal and State authorities an additional eradication weapon.

During 1938 the Federal Government, in cooperation with State and local authorities, destroyed approximately 13,000 acres of this weed.

During a 15-month period approximately 1,500 violations of the Marihuana Tax Act were reported by the Treasury Department for prosecution.

### TREATMENT OF ADDICTION

The United States Public Health Service maintains hospitals at Lexington, Ky., and Fort Worth, Tex., for the treatment of narcotic addiction. These hospitals are designed for the treatment of convicted Federal prisoners who also are addicts, and the treatment of voluntary patients who are addicts. They have complete facilities for treatment of all types of mental and nervous diseases, as well as all types of physical diseases. Observation shows that after 3 years 30 percent of those persons treated for drug addiction at these hospitals and discharged as cured have not returned to the drug habit.

The ambulatory or clinic treatment of drug addiction was given a thorough trial in this country, but was unsuccessful. A total of 44 clinics was opened in various cities during and after the year 1919 to test the efficacy of the theory of clinical treatment. By the

end of 1925, all of these clinics had been closed by Federal and State authorities because of their failure to produce satisfactory results. This plan did not solve the narcotic drug addiction problem, and created many grave and uncontrollable abuses, which resulted in spreading addiction and increasing the illicit traffic. Such clinics, also termed "morphine shops" or "morphine barrooms," could not be established legally.

Treasury Agents of long experience in law enforcement believe that the best means of protection against the spread of drug addiction is vigorously to enforce the laws against the sale of narcotics—not to provide means of obtaining drugs easily.

### COORDINATION OF ACTIVITIES

Among the notable results of international cooperation is the vigilance of responsible officers in each signatory nation. This cooperation, arranged by the Narcotics Limitation Convention of 1931, began to prove effective in the United States within a few months after that convention came into force in the summer of 1933.

The Secretary of the Treasury in 1934 designated coordinators for districts, now numbering 15, into which the country was divided for law enforcement purposes. The object was to coordinate all domestic activities of the Treasury Department having to do with the prevention and detection of the smuggling of narcotics, as well as with other Treasury enforcement activities, to the end that there should be the most efficient employment of Treasury enforcement agencies.

Coordination is effected in the enforcement activities of these Treasury agencies: Alcohol Tax Unit and Intelligence Unit of the Bureau of Internal Revenue; Bureau of Narcotics, Coast Guard, Bureau of Customs, and Secret Service.

The apprehension of many narcotic smugglers has resulted from the system of interagency cooperation. Coordination makes possible immediate action in the field, and provides for the reporting of all activities to the office of the Secretary of the Treasury at Washington.

### COOPERATION OF THE DEPARTMENT OF STATE

The Department of State is charged with certain duties in connection with suppression of the abuse of narcotic drugs. Experience of many years has demonstrated that nations acting alone are unable adequately to protect themselves against the illicit traffic in narcotic drugs or even adequately to control the lawful traffic therein. Isolated action by one country can have no permanent or effective result while other countries allow free import and export of the drugs.



It is for this reason that there has grown up an elaborate system of international cooperation. This system has for its objects:

(1) Determination of the medical and scientific needs of the world for narcotic drugs; (2) limitation of world production of narcotic drugs to the quantities necessary for medical and scientific use; (3) control of the movement of narcotic drugs in the lawful trade; (4) determination of the causes and effects and study of the treatment of addiction; (5) possible replacement of habit-forming drugs by others which are without addiction liability; (6) prevention of the illicit traffic.

The development of this system of international cooperation has thus taken the matter into the realm of foreign relations, and with the conduct of foreign relations the Department of State is charged.

The Treasury Department has the cooperation of the State Department and of the Foreign Service in many particulars of administration as well as in procuring and currently utilizing the cooperation of foreign governments in the effort to prevent the abuse of narcotic drugs.

Experience is proving the value of carefully worked-out coordination of the efforts exerted by all governments in combating the activities of well-organized and well-financed syndicates whose business is illicit traffic in narcotic drugs.

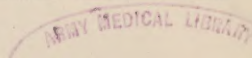
#### ACTIVITIES OF THE LEAGUE OF NATIONS

The League of Nations' activities concerning narcotic drugs are carried on by the Opium Section of the League Secretariat, which continues its work in the face of changing European conditions. The Opium Advisory Committee of the League of Nations meets annually to investigate and report on conditions, to recommend action, and to discuss illicit traffic cases publicly, regardless of what countries' feelings may be hurt.

The Opium Advisory Committee is the only official international body established to supplement the individual efforts of governments to suppress the illicit traffic in narcotic drugs and to check up the way in which governments fulfill their obligations under the Conventions. The committee affords the one forum where the problem of the illicit traffic can be and is publicly discussed, and where any government whose territory has been used as a base for the illicit traffic may be publicly asked to account for its stewardship.

#### ACTIVITIES OF OTHER INTERNATIONAL AGENCIES

The Permanent Central Opium Board and the Drug Supervisory Body conduct a correspondence with governments, whether inside or outside the League, gather statistics, and perform their official



functions of regulating the lawful international traffic in narcotic drugs and imposing so-called embargoes when necessary.

### TWENTY-THREE NATIONS AID IN POLICE WORK

The cooperation of foreign governments obtained through negotiations by the State Department has aided materially in suppressing the international illicit traffic. Under arrangements thus made the Bureau of Narcotics has authority to exchange information directly with the heads of the narcotics services of 23 countries.

### DRUG ADDICTION RESEARCH

A notable effort toward a solution of the drug addiction problem is being undertaken by the Committee on Drug Addiction of the National Research Council with funds provided by the Rockefeller Foundation, in co-operation with the United States Public Health Service and the Treasury Department. Studies are made to develop some means of correcting or reducing the evils of drug addiction by finding a substitute for morphine that will have its beneficial without its harmful qualities. This work is being watched with interest and admiration throughout the world.